



**ESF #6 – SHELTER AND MASS CARE**  
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**ESF #6 – SHELTER AND MASS CARE**

<b>Primary Agencies:</b>	Federal Emergency Management Agency (FEMA) Miami County Emergency Management Agency (MCEMA)
<b>Support Agencies:</b>	American Red Cross (ARC) Miami County Public Health Miami County Mental Health District Ohio Department of Job and Family Services Miami County Animal Shelter Miami County Humane Society Salvation Army
<b>Related Federal ESFs:</b>	ESF #6: Mass Care, Housing, and Human Services
<b>Ohio Revised Code:</b>	Section 3701.01-.04 & .13 Section 3709.06 & .22 Section 5502

**I. INTRODUCTION****A. PURPOSE**

The purpose of this Emergency Support Function (ESF) is to ensure disaster victims receive the necessary and appropriate services when placed or evacuated in a mass care or support facility. This ESF describes and explains the policies and procedures designed to meet all of the basic needs of the residents and evacuees in Miami County, and defines the establishment and operation of reception centers and mass care facilities to care for displaced people.

**II. PLANNING ASSUMPTIONS AND CONSIDERATIONS****A. SITUATIONS**

1. During an emergency or disaster, a portion of or the entire population of Miami County may be required to evacuate and relocate to mass care or support facilities. In addition, mass care facilities in Miami County may be used by people traveling through the area and may serve to host residents of other counties and states, as well.
2. Mass care involves the coordination of non-medical mass care services to include sheltering of victims, organizing feeding operations, providing emergency first aid at designated sites, collecting and providing information on victims to family members.
3. Severe or prolonged winter storms, floods and severe winds or tornadoes are the most likely incidents that would prompt emergency sheltering and mass care to be activated

in Miami County. As such, shelters should be located out of the floodplain and have adequate structural integrity to withstand high winds, significant snow weight, and other natural hazards.

4. The Miami County Emergency Management Agency (MCEMA) maintains mutual aid agreements with the American Red Cross (ARC) for operating mass care facilities during disasters as a support agency. FEMA is the primary agency for mass care under ESF #6 of the National Response Framework (NRF) and coordinates federal mass care assistance in support of state and local mass care efforts.

#### B. ASSUMPTIONS

1. The ultimate responsibility for mass care services for citizens rests with local government.
2. If a hazard threatens the entire county, the population may be evacuated and sheltered in a neighboring reception county.
3. Sufficient warning time may be available to ensure that mass care facilities are opened in time to provide shelter and other services to evacuees.
4. Approximately 80% of evacuees will seek shelter with friends or relatives rather than go to established mass care facilities.
5. For all but minor evacuations, and other similar community-based incidents which will be under the control of the American Red Cross, the personnel or designee(s) in charge of mass care and feeding will assign liaison personnel to be stationed in the Emergency Operations Center (EOC) to assist in collaboration and communications with response operations from that location.
6. The ARC will coordinate with the Miami County Public Health to resolve site location conflicts depending on the nature of an emergency.
7. Churches and other groups may open emergency shelters independently. The county, or surrounding municipalities may not be able to support these shelters and the ARC to the extent possible, will provide logistical support.
8. Evacuees in county/ARC emergency shelters will be provided with emergency public information, when disseminated from the County's Joint Information Center (JIC).



### III. CONCEPT OF OPERATIONS

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#### A. GENERAL

1. The Miami County Emergency Management Agency (MCEMA) will coordinate the sheltering and mass care activities and responses of other local and state agencies during disaster and emergency events that displace portions of the population from their homes, jobs, or schools in Miami County.
2. In order for the ARC to have administrative control of a shelter or a mass care operation and meet their fundamental principles, they must be directly involved in the determination of shelter and mass care facility locations. This determination will not be made without the consultation of the MCEMA or other appropriate Miami County Governmental Agencies.
3. When facilities are opened by other agencies or organizations they will assume liability and fiduciary responsibility for their operations. The ARC will to the extent possible, support these shelters/mass care operations. The ARC may support independently managed shelters with the following resources: bulk distribution, casework, feeding, health services, and mental health provided that such support does not:
  - a. Encourage the population to remain in unsafe areas.
  - b. Cause the ARC to provide support to a shelter operated outside the ARC Fundamental principles.
  - c. Imply such support is an endorsement by ARC of a specific group or organization and its activities.
4. In-place sheltering may be employed in some hazardous materials incidents. Please refer to Emergency Support Function (ESF) #10 Hazardous Materials.
5. The MCEMA will contact the ARC to coordinate the number of persons to be evacuated to shelters and where the MCEMA and/or other agencies have established temporary shelters. The ARC will seek to support those shelters operated in accordance with ARC Fundamental principles only.
6. Shelter managers from the ARC and MCEMA officials will make all efforts to maintain appropriate contact to exchange information about what evacuees should expect when they return to their homes. For example, evacuees will need to be informed if their homes require inspections before they can return to them.
7. The ARC is responsible for ensuring shelter facilities are properly closed.

8. The Miami County Public Information Officer (PIO) will be responsible for keeping the public informed as the evacuation status and the location of mass care facilities. Other partner agencies may also jointly collaborate in distributing public information related to sheltering, feeding and other disaster information during such events.
9. Other county personnel may be involved in mass sheltering operations. For instance, law enforcement should provide security at shelters, county EMS units may provide medical assistance in shelters, and public works will support operational utilities.
10. Local Salvation Army may be available to support active shelter sites.

B. RELATIONSHIP WITH AMERICAN RED CROSS (ARC)

1. The ARC in conjunction with FEMA will act as the primary agency for operating mass care facilities during disaster or emergency events and will:
  - a. Provide plans and operating procedures for mass care facilities.
  - b. Provide a manager and appropriate support staff to operate all of the designated mass care facilities.
  - c. Identify appropriate sites and locations for mass care facilities in the county, which could be placed into operation in the event of an emergency or disaster situation.
  - d. Coordinate the activities of other agencies and organizations in providing for the care of evacuees in mass care facilities.

C. RECEPTION AND REGISTRATION

1. In order to process relocatees properly, assign congregate care and feeding facilities, and inform them on medical, sanitation and movement rules, it is necessary to have relocatees report to a registration center on arrival during large crisis relocation incidents and/or when Miami County has been designated as a host county for non-resident sheltering.
2. Upon completion of registration, relocatees will be directed on specific routes to facilities in the hosting area. If public transportation is unavailable, traffic control teams will be organized to direct relocatees on specific routes to parking areas and facilities in the hosting area.
3. The reception and registration organization will be coordinated and staffed by representatives from the ARC, and members of appropriate partner agencies.



D. SHELTER FACILITIES

1. Shelter facilities can be public or private structures and should have adequate space to allow for approximately 40 square feet of space per person. No pets will be allowed in shelter facilities except service animals as determined by the ARC.
2. Each shelter facility will be assigned a manager who will be a point of contact for those who are housed in his/her facility. The assigned manager will receive direction from the ARC Disaster Supervisor, or his/her designee.
3. When feasible and appropriate, MCEMA and other response agencies shall make the Red Cross aware that there will be a need for key workers and dependents to be housed in a special or separate facility and how many persons will require housing in this facility. The Red Cross will collaborate with the EMA and other agencies to attempt to find suitable temporary housing options using a variety of community resources, to possibly include shelters.
4. The ARC will maintain shelter surveys for the primary facilities it intends to utilize as shelters.
5. The MCEMA, Miami County Public Health, and other agencies will collaboratively work with the Red Cross to designate one or more facilities to serve as shelter facilities for individuals or groups with specialized needs, such as the physically handicapped, elderly, hearing impaired etc. Operation of such facilities will come under the purview of the MCEMA Director, in collaboration with the Miami County Public Health and other appropriate agencies to enable adequate medical care, special feeding needs, isolation settings and other specialized support. The Red Cross shall assist in general support of such facilities to include, where possible, the feeding of workers and residents (when a random, normal diet is appropriate and will cooperate to attempt to secure other special dietary needs as possible as a partner in a special needs feeding program coordinated by the county.)
6. Special Medical Needs Shelters which are temporary, emergency-type facilities capable of providing special/supervised housing will be opened when individuals whose physical or mental condition exceeds the Red Cross Disaster Health Services' level of capability for basic first aid in emergency/disaster shelters but is not severe enough to require hospitalization. Medical special needs persons are those individuals whose capabilities are such that assistance is required in the management of their illness, physically debilitated, injury or other condition. Assistance may be rendered by a family member, friend, caregiver, or a medical/nursing professional. Hearing and

sight impaired persons are not considered "persons with special needs", as they are able to perform living functions without assistance.

7. All mass care facilities will be supplied on an as needed basis from local government inventories, those maintained by ARC, other service organizations, and from private sector purchases by the MCEMA and other partner agencies.
8. The Miami County Public Health will provide sanitation and safety consultation inspections of shelter facilities as needed.
9. In the event that the ARC and the Miami County Public Health have identified the same facility to utilize for their respective emergency operations, the ARC will have control of the facility as long as the emergency event is not health related in origin or the emergency is confined to health related issues only such as a pandemic.

#### E. MASS FEEDING SITES

1. Providing food may be accomplished individually or in a combination of several methods including; a mobile feeding program to take prepared food and snacks to residents in the affected areas; a fixed feeding program using mass feeding sites where residents and workers can go to get prepared meals and snacks; a bulk food distribution program to distribute non-prepared foods to residents.
2. There are a number of potential mass feeding sites in the county and the actual sites to be activated will be determined by the Job and Family Services director in collaboration with the ARC Disaster Supervisor to ensure feeding site are in reasonable proximity to shelter and other support facilities. When possible, mass feeding site will serve at least two (2) daily meals consisting of a combined breakfast/lunch and a dinner.
3. A partial list of potential mass feeding sites is maintained by the ARC dependent on the disaster specific conditions.
4. The responsibility for staffing of mass feeding sites will rest primarily with ARC. The Job & Family Service Director along with supervisors from partner agencies will collaborate to address any staffing or feeding issues.
5. Acquiring and providing food resources and stocks will be the responsibility of the ARC and will be supported by the partner agencies engaged in the feeding program where possible.
6. The Miami County Public Health will provide sanitation and safety consultation inspections of mass feeding sites as needed.



**F. FEDERAL INVOLVEMENT**

1. Federal involvement under ESF #6 of the National Response Framework (NRF) is divided into three (3) categories: mass care, housing, and human services.
  - a. Mass care includes the coordination of shelters to support the emergency needs of victims, to include shelters, feeding, emergency first aid, and Disaster Welfare Information (DWI)
  - b. Housing includes the implementation of programs and services to:
    - i. Provide assistance for short and long-term housing needs.
    - ii. Identify the various factors that would most affect incident-related housing needs and assistance and develop a plan of action to address those factors.
    - iii. Identify and provide such resources as rental assistance, temporary housing, loans for the repair and replacement of housing, etc.
  - c. Human services includes addressing the needs of disaster victims with special needs, support for individuals and groups dealing with the stress/anxiety of an incident, expediting the process of federal claims, etc.
2. The American Red Cross will serve as a support agency in the coordination of ESF #6 as it has been determined by the federal government that the lead agency for mass care must be able to commit and direct federal resources to ensure integration of efforts across the spectrum of ESF #6, actions which the ARC, as a non-governmental organization does not have the legal authority to do.
3. Local expertise and resources may be needed to assist federal forces facilitate their services. The need for local resources will be coordinated with the local EMA Director.

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**IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

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**A. ORGANIZATION**

1. Directly following the decision by the County Commission and/or Director of the MCEMA to implement a large-scale evacuation, the superintendent or designee of the affected jurisdiction will be notified of the intention to utilize designated schools as reception and/or mass care centers. Each school will follow standard procedures for the notification and activities of its staff. The ARC currently has signed agreements with Miami County Schools to utilize their facilities as shelters.



2. The MCEMA Director will notify the ARC, Salvation Army, Miami County Job and Family Services of the activation of reception and mass care centers. Each emergency response organization will then notify appropriate personnel.
3. Mass care or support facilities will remain in communications, via telephone, internet or radio, with the EOC to maintain an up-to-date and current count of evacuees at the facilities, the general condition and needs of the evacuees, and the operating status of the facilities.

**B. ROLES AND RESPONSIBILITIES**

<b>Primary Agencies</b>
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1. ARC Disaster Director
  - a. Will assign an EOC Liaison who will report to the EOC and assess the disaster emergency situation, review the list of available mass care facilities, and will report back to the ARC Disaster Director. The EOC Liaison, after conferring with their direct Supervisor will then recommend to the EMA Director the number and location of facilities that should be opened.
  - b. Notify the appropriate persons/organizations identified in the ARC Emergency Operations Plan (EOP) as a mass care resource regarding the possible or actual need of their services or facilities.
  - c. Will establish appropriate short/long-term shelters with coordination of the incident commander and the MCEMA.
  - d. Ensure that the necessary mass care information, such as the number of occupants per facility, meal services, etc. is made available to the appropriate section of the EOC.
  - e. Authorize the closing of reception and mass care centers.
2. ARC Shelter Manager will implement opening procedures per ARC EOP.
3. Miami County EMA Director
  - a. During emergency situations where evacuation is a potential response, the MCEMA Director will request the ARC Government Liaison, as designated by the ARC, to report to the EOC.
  - b. Issues the order to open the required mass care facilities.
  - c. Notifies each emergency response organization of an activation of mass care facilities.

- d. Assist all organizations supporting this ESF in obtaining required outside assistance and resources, as necessary.

<b>Support Agencies</b>
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- 4. Miami County Commission
  - a. Coordinate with the ARC to identify appropriate shelter sites.
  - b. Oversee shelter activities.
  - c. Concur in the activation and deactivation shelters, as necessary.
  - d. Designate a member of the EOC staff to serve as the Mass Care Liaison.
- 5. Mass Care Liaison
  - a. Works with the ARC Director or designee to staff and operate shelters if requested
  - b. Coordinate shelter use.
  - c. Develop registration and inquiry procedures.
  - d. Coordinate feeding operations.
- 6. Law Enforcement
  - a. Provide for the security and protection of mass care facilities within their jurisdiction and in accordance with any existing mutual aid agreements, as well as related duties.
  - b. Provide traffic control during evacuee movement to mass care facilities.
  - c. Maintain order in mass care facilities, if necessary.
  - d. Provide an additional means of communications to the EOC, if necessary.
- 7. County Public Information Officer (PIO)
  - a. Provide timely and accurate information to the public about the exact location of mass care facilities, as well as directions to them.
  - b. Provide timely and accurate information to the mass care facilities regarding the status of the event.
- 8. Health Commissioner
  - a. Ensure health and sanitation services in shelters, as well as reception and mass care centers.
  - b. Supervise water supplies at mass care centers.
  - c. Distribute exposure, inhibiting or mitigating drugs, vaccines, or other preventives.
- 9. Department of Job and Family Services
  - a. Assist the ARC and Mass Care Liaison in providing emergency feeding, clothing and lodging.

- b. Assist in the staffing of feeding centers.
  - c. Administer the food stamp program for qualified applicants.
  - d. Administer Aid for Dependent Children (ADC) Program for qualified applicants.
  - e. Administer Medicaid Program for qualified applicants.
10. Miami County Animal Shelter
- a. Assist the ARC mass care liaison in providing emergency feeding, medical care, and shelter for domestic animals.
  - b. Assist in the reunification of animals and owners
11. Miami County Humane Society
- a. Will assist the Miami County Animal Shelter in the emergency feeding, medical care, and sheltering for domestic animals.

## **V. ADMINISTRATION AND LOGISTICS**

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### **A. ADMINISTRATION**

- 1. All purchasing and requisitions must be fully documented with written approval given by the County Commission or designee.
- 2. The ARC is responsible for records and reports associated with tracking the status of mass care operations.
- 3. All shelter facilities should be inspected at least annually to ensure their continued ability to function properly and meet the needs of evacuees and emergency managers.
- 4. Any changes in sites or facilities should be reflected in the appropriate inventory of the ARC Shelter Agreements.

### **B. LOGISTICS**

- 1. The ARC maintains internal procedures for operating mass care facilities.
- 2. The MCEMA will assist if requested to provide for the transportation of cots and blankets to shelter facilities.
- 3. Requests for resources necessary to run mass care support facilities can be made to the local EOC. If state assistance is needed, the local EOC will request resources in accordance with the NIMS resource types and definitions. These definitions can be found online at [http://www.fema.gov/nims/mutual\\_aid.shtm](http://www.fema.gov/nims/mutual_aid.shtm). Also, please see ESF #7: Resource Management.



4. The primary communications link between shelters and the EOC will be telephone. Amateur radio operators or law enforcement personnel may be assigned to the shelters to provide additional communication capabilities.

## **VI. CONTINUITY OF GOVERNMENT**

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### **A. SUCCESSION OF COMMAND**

1. In the event that the named ARC Disaster Director is unable to perform his/her duties of function in the capacity indicated, the ARC will name a replacement individual.
2. In the event that the Mass Care Liaison is unable to perform the assigned duties, the MCEMA Director, under direction of the County Commission, shall appoint an EOC Staff member as a replacement.

## **VII. ESF DEVELOPMENT, MAINTENANCE AND TRAINING**

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- A. The ARC Disaster Director, in consultation with the MCEMA Director and Mass Care Liaison, are responsible for revising and updating this Emergency Support Function (ESF) to ensure that a proper plan is in place to meet the needs of displaced populations. This ESF will be reviewed and updated on an as-needed basis; however, it is subject to revision at times when the rest of the EOP is undergoing revision.
- B. A periodic review will be conducted of this ESF for revalidation and necessary changes. The revision process will include incorporation of changes based upon periodic tests, drills and exercises, as appropriate.
- C. All organizations that support this ESF are responsible for developing their respective Operational Guidelines (OGs) for conducting mass care and emergency shelter operations.

## **VIII. AUTHENTICATION**

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10-21-15  
Date

  
ARC Disaster Program Manager

10-23-15  
Date

  
Job & Family Services Director